

Going Home – Serious and Violent Offender Reentry Initiative

The Louisiana Department of Public Safety and Corrections (DPS&C) is an all-encompassing state department, with responsibility for over 35,000 incarcerated adult inmates and more than 58,000 adult offenders under probation and parole supervision. Additionally, the Department has custody of 1,400 juveniles in secure care, 908 juveniles in non-secure care and nearly 5,300 juveniles under community supervision. As an agency, the DPS&C operates under the direction of the Secretary, appointed by the Governor. Adult institutions (11) and juvenile secure facilities (4) are each under the oversight of an Assistant Secretary. Adults and juveniles under community supervision are managed by the Adult/Juvenile Division of Probation and Parole, each under the direction of a division director.

Each year approximately 15,000 inmates are released from the DPS&C. The recidivism rate (defined in Louisiana as the return of an offender to incarceration after a conditional or non-conditional release) for offenders released from state facilities since 1997 is 54.7%. A target population of 50 offenders has been selected based on the release data for offenders returning to the Region IV area, offenders with appropriate convictions and risk assessment outcomes and to allow for specialized services which utilize existing and grant funded services, both pre- and post-release. Offenders will be released to supervision under one of the four districts in the Region IV parole offices. This includes Orleans, Jefferson, St. Bernard and Plaquemines parishes. Currently nearly 1500 of the offenders supervised in this region are serving a sentence for violent crime. Many more of the almost 4000 offenders in this region will be assessed as high risk for recidivism using the Going Home Risk Assessment instrument. Participating offenders will be

housed at Dixon Correctional Institute, with a few selected participants from Elayn Hunt Correctional Center and the Louisiana Correctional Institute for Women.

The DPS&C is committed to its responsibility in the name of public safety, to incapacitate serious, violent and repeat offenders and to promote programs that reduce recidivism. In addition, the Department recognizes the importance of services and support programs that will prevent individuals from entering or returning to our criminal justice system.

The DPS&C has long enjoyed the benefits of collaborative efforts through years of experience with multi-agency grants, cooperative endeavor agreements with local governmental jurisdictions, interagency agreements with state universities and volunteer service projects with a host of faith-based organizations. Examples of DPS&C led efforts include the establishment of the Basic Jail Guidelines. In this effort, the DPS&C led the partnership with the Louisiana Sheriff's Association and more than 80 local jail administrators to establish guidelines for state inmates held in local jails and a monitoring and certification process that has been on-going for nearly 10 years. Another effort includes community policing where adult and juvenile probation and parole officers partnering with local law enforcement agencies to monitor known offenders to detect minor violations before they develop into more serious offenses, thus enhancing public safety. Specific community policing efforts include Operation Eiger, a cooperative agreement between adult and juvenile probation and parole, city police and the local mayor's office. In other efforts, the DPS&C partnered with the Dept. of Labor to implement a fast-track welding program for state inmates who could be hired as welders upon their release.

A shortage in a variety of welding related occupations led to the creation of the program. Since April 1998 more than 456 inmates have completed the program. Most recently, the DPS&C was assigned the responsibility of coordinating the Direct Services Grant for High Risk Adults, a grant through the Dept. of Labor. Collaborative partners in this effort include the Louisiana Community & Technical College System, Louisiana State University and local workforce investment areas. These programs assist inmates with education and job skills training at three state institutions. State and local decision makers for this project will include the secretary of the DPS&C, chairman of the Louisiana Board of Parole, the state director of Probation and Parole/Adult, the state director of Probation and Parole/Juvenile, and state/local Workforce Investment Board chairmen. Most recently, the DPS&C is working on a partnership with the Dept. of Labor to hire consultants to train Dept. of Labor staff on the complex issues associated with placing inmates in jobs and the barriers associated with that stigma. Funding for this collaboration is being made available through the U.S. Dept. of Labor Reed Act.

The collaborative efforts afforded through this grant will allow the Department to solidify current successes and open new doors in this arena.

In January 2002, the Department embarked on a new initiative – CORE – Corrections Organized for Re-entry. The basic mission of CORE is the early development of a seamless and coordinated reentry plan that follows each inmate/offender throughout incarceration and creates a community partnership that supports the reentry process. CORE includes three (3) programmatic phases:

GETTING READY

Assist offenders to make positive use of their time while in custody by learning skills through available educational/vocational programs, developing new behaviors, addressing deficiencies and beginning to think in concrete terms of creating a positive future for themselves and their families.

GOING HOME

Provide an intensive period of preparation in the months prior to release to focus on practical survival/adjustment matters such as housing, employment, abiding by parole requirements and guiding offenders in developing an accountability plan to guide their behavior once back in the community.

STAYING HOME

Support offenders in their transition into the community and assist in their staying in the community as productive citizens by identifying, developing and referring them to community programs and groups that will help offenders sustain their positive efforts and good intentions.

PART I. ADULT SERVICES

The Department has also realized the need to develop sustainable reentry programs while continually being burdened by the fiscal pressures created from the growth of the state's incarcerated inmate population. Since January 1992, the total population of state prison inmates has increased from 20,000 to 35,000. This represents an additional \$175 million in annual operating costs in fiscal year 2000-2001 compared to fiscal year 1991-1992. The capital cost for prison and jail space to support this expansion, (funded by federal, state and local governments, as well as the private sector), has been approximately \$375 million. In the last eight years, we have spent an additional \$1.2 billion on this increase in incarceration.

When considering the staggering cost associated with incarceration, a review of safe and effective community and institutional programs that decrease recidivism and prevent crime is in order. A myriad of programs have been and are being developed and piloted in correctional systems throughout the country. Many are being implemented in Louisiana and many more warrant serious consideration. Others currently in operation may be worthy of expansion. Such programs could deliver services that are seamless with the addition of a case manager, educational software, specialized counseling upon release, or simply a place to live. A single resource coordinator could link such resources to deliver timely and meaningful services. They all share a common theme. Louisiana must improve public safety, reduce recidivism, decrease victimization, and reduce the financial burden of its correctional system in the following ways:

- Ø Provide basic educational skills, job skills, substance abuse treatment, values clarification and aftercare to offender populations both in institutions and under community supervision;
- Ø Rebuild the partnership between schools, churches and families so that teachers, ministers and parents replace the culture of drugs and gangs in providing self esteem and behavioral reinforcement for our youth;
- Ø Realize that our children's earliest years of life are the most crucial for their future health and welfare.

Currently, 15,976 or 43.5% of the total incarcerated population is serving a sentence for a violent crime. A total of 35.5% of offenders under community supervision have been convicted of a violent crime. Louisiana law imposes severe restraints on violent offenders. Juveniles as young as 14 years of age can be transferred to adult jurisdictions for the most violent crimes, and 15 and 16-year old juveniles can be transferred for additional violent and/or serious crimes.

According to Act 1099 of the 1995 Regular Session of the Legislature, any inmate sentenced for a crime of violence on or after January 1, 1997, or an attempted crime of

violence, must serve at least 85 percent of the sentence imposed. Earlier law would have allowed these offenders parole consideration after serving one-third of the sentence imposed and/or release on diminution of sentence to parole supervision after serving one-half of the sentence imposed. Crimes of violence are listed in La. R.S. 14:2(13), which enumerates 33 separate crimes. There are nearly 3,000 offenders serving time under the provisions of Act 1099 who will mandatorily be released on good time supervision for the remainder of their sentence. With such lengthy sentencing, these offenders will be in critical need of pre- and post-release programming in preparation for return to their communities.

A sub-committee of the CORE committee has been established to prepare the grant application, which marries the Department's initiative with the goals of the Going Home solicitation. The DPS&C embraces the following goals for this continuum of services, which are intrinsic to the safe release of serious and violent offenders and the enhancement of their successful reentry upon release into the community.

Goal 1: Prevent Reoffending

Objective 1: Begin the reentry planning process during incarceration and initiate contacts with key service providers, law enforcement and community corrections agencies prior to discharge of the offender.

Objective 2: Ensure the offender is fully engaged in the planning process and clearly understands expectations and consequences.

Objective 3: Identify needs and provide support and services designed to promote successful reentry.

Objective 4: Exercise active supervision of the offender, ensuring accountability and/or appropriate graduated sanctions for noncompliance or criminal behavior.

Objective 5: Provide participants with opportunities for increased training, education and community resource linkages previously unavailable.

Goal 2: Enhance Public Safety

Objective 1: Work with local law enforcement to ensure joint supervision and accountability.

Objective 2: Provide active ongoing management and supervision designed to hold the offender accountable and protect the public interest.

Objective 3: Utilize technology (electronic monitoring, etc.) to ensure the offender's location in appropriate and does not pose an undue threat to the community or the victim (where applicable).

Objective 4: Develop and implement individual reentry plans with appropriate levels of supervision.

Objective 5: Increase offender surveillance by parole officer to monitor suspect behavior.

Goal 3: Redeploy and leverage existing community resources by fostering linkages and accessing currently provided services.

Objective 1: Only use federal funds to design, build, pilot and improve a system that utilizes ongoing resources so reentry programs do not depend on temporary funding.

Objective 2: Use federal funds to enhance existing state or local resources and provide options not otherwise available

Objective 3: Increase communities' leveraging and allocation of resources to provide for the sustainability of the reentry initiative.

Objective 4: Enhance partnerships among government agencies and community organizations.

Objective 5: Enhance the availability and quality of reentry services.

Goal 4: Assist the offender to avoid crime, engage in prosocial community activities and meet family responsibilities.

Objective 1: Promote productive engagement between the offender and community organizations.

Objective 2: Provide for and expect the offender to be a contributing productive citizen.

Objective 3: Increase involvement between members of offenders support networks and returning offenders.

Goal 5: Ensure program sustainability

Objective 1: Work to ensure current community and government resources are utilized and will remain accessible once federal funds are unavailable.

Objective 2: Ensure that broad government and community support exists and that these relationships are enhanced and built.

Objective 3: Ensure that this initiative is viewed as integral to community and public safety.

Through the Going Home initiative, the Department will request funding for staff, supplies, equipment and various services to fill gaps between programs currently available to inmates while incarcerated and upon release under community supervision and those necessary for successful reentry.

Target Population

Inmates participating in this program will be between the ages of 18-34. They will be serving a sentence for a violent crime or will have been assessed as a high risk for recidivism using the Going Home Risk Assessment instrument attached. Offenders will be released to supervision under one of the four districts in the Region IV parole offices. This includes Orleans, Jefferson, St. Bernard and Plaquemines parishes. Currently nearly 1500 of the offenders supervised in this region are serving a sentence for violent crime. Many more of the almost 4000 offenders in this region will be assessed as high risk for recidivism using the Going Home Risk Assessment instrument. Participating offenders will be housed at Dixon Correctional Institute, with a few selected participants from Elayn Hunt Correctional Center and the Louisiana Correctional Institute for Women. Program participants will be selected by both selection criteria established and by voluntary participation. Offenders serving sentences in the DPS&C have a average 5th grade educational level. Nearly 85% have a substance abuse problem. This combined with the lack of job skills and the stigma of a criminal record contribute substantial barriers to offenders upon release.

These offenders pose a significant risk to the community to which they will be released. Low education levels, high rates of substance abuse, the stigma of a criminal record, mental health problems, destructive behavior patterns and lack of job skills all contribute substantial barriers to successful reentry upon release. Housing and stable employment are essential elements for remaining productive members of the community. This transition is made more difficult by the fact that these offenders will be returning to

a community with a high crime rate. The crime rate for New Orleans is higher than the state average, as shown below:

New Orleans (2000)	Population	484,674
	Total Crimes	33,824
	Crimes per 100,000	6,979
Louisiana (2000)	Population	4,369,000
	Total Crimes	266,435
	Crimes per 100,000	6,098

Pre-Release Component

Any strategy for providing effective services to these clients must include a comprehensive array of services that address all significant barriers identified in the target population. A case management approach is necessary to ensure that the participants receive and benefit from the services identified in their reentry plan and that there is a continuum of services consistent with this plan from pre-release through post-release. Effective mental health and substance abuse counseling may also be needed to change behavior patterns of inmates with the added barriers. For many inmates, an increase in their educational level is necessary to obtain stable employment that provides a salary sufficient for supporting themselves, and in many cases, their families. Most inmates do not have specific job skills or work experience. Job skills training, job search skills and job survival skills are essential for inmates to remain employed after released. Paramount to successful reentry is the need for housing. Appropriate, affordable housing available to ex-offenders is difficult to find and, in many cases, the lack of suitable housing is the cause for their return to criminal activity.

The activities and services provided through this project will help these offenders become productive members of their community. The communities will benefit through reduced crime rates, increased public safety, reduced burden on local law enforcement

and judicial systems and the addition of productive tax-paying citizens in their community.

Adult offenders eligible for participation in this reentry program will be primarily incarcerated at Dixon Correctional Institute (DCI), located in Jackson, Louisiana. DCI is one of the many state correctional facilities that offer a variety of programs to the inmate population designed to prepare offenders to reenter society. A small number of females will be selected for participation from the Louisiana Correctional Institute for Women (LCIW) and Elayn Hunt Correctional Center (EHCC), both located in St. Gabriel, LA. The EHCC participants may be transferred to DCI as the need for specific services/programs may warrant. Many of the programs operated in DPS&C facilities enjoy cooperative relationships with the local university, other state agencies, local community, human service and/or faith-based organizations, law enforcement agencies, etc. The successes attributed to these programs are often times a result of these collaborative efforts. The following descriptions will offer an overview of programs available to the Going Home participants:

Job Skills Education Program: The Job Skills Education Program (JSEP) has been found to help prepare inmates for GED testing. Students work on math, language and problem solving lessons using JSEP software. These prescriptions help prepare the inmates academically for a future career or for further studies to obtain their GED. The students learning styles are assessed and individual lesson plans are made. A variety of teacher instruction, tutor guidance and educational equipment is used to follow the lesson plans in order to increase the students skill level. Teachers have reported that students are excited about learning through the JSEP program. Computer learning has proven to be more motivating. The JSEP concept links learning to concrete career choices, generating more interest and full participation. The DPS&C has been able to upgrade several existing JSEP labs with a more advanced software system. Funding from the Going Home grant will allow DCI and LCIW to make this software upgrade.

Project Metamorphosis: This program is aimed at reducing recidivism in the correctional system by providing inmates with training designed to promote higher post-release employment and wage rates and increased vocational, cognitive and employability skills. Additional basic educational skills, life skills, career counseling and job placement services are designed to result in employment for discharging inmates. Inmates exit the prison system with a skills portfolio that documents work skills mastered in prison work assignments, vocational training, cognitive skills training and ABE/GED instruction. Job placement counseling and preparation within the institution in conjunction with a community-based job development specialist supports a seamless delivery of services for reentry of offenders from the institution to the community. The Department has collaborated with the Dept. of Social Services and the Temporary Assistance for Needy Families (TANF) program to support Project Metamorphosis.

Literacy/ABE/GED/Vocational: The DPS&C provides educational opportunities in basic literacy, Adult Basic Education (ABE), General Education Development (GED) preparation and vocational training in electronics, auto-body, auto mechanics, welding, computer training and horticulture and college courses through correspondence. Vocational educational programs are provided through a cooperative effort with the local technical college. This cooperative effort is enjoyed at state correctional facilities throughout the state through the collaborative efforts of the DPS&C and the Louisiana Community and Technical College System (LCTCS). The LCTCS provides vocational training at all DPS&C facilities.

Restorative Justice Project: Restorative Justice is a value-based approach to criminal justice with a balanced focus on the offender, victim and community. The restorative justice program focuses on the opportunity for restoration to all parties involved; restoring relationships or providing an opportunity for closure for the victim, restoring a sense of safety in the community and restoring self-worth to the offender through an opportunity to make amends. On a statewide level, the DPS&C is a participant in the

Community-Based Restorative Justice Task Force, which brings together justice system professionals, faith-based organizations and community groups and volunteers to develop ways to apply restorative justice values within the existing justice system. The Department also collaborates with a number of victim advocacy groups including MADD, the Louisiana Foundation Against Sexual Assault, the Louisiana Coalition Against Domestic Violence and the Louisiana Commission on Law Enforcement on victim awareness programs. Some of these groups and some of the Victim Assistance Coordinators from the local District Attorney's offices assist the Department with victim impact education for inmates and staff.

Substance Abuse Program: The DPS&C has adopted a multi-disciplinary approach for the treatment of substance abuse disorders. A full-time substance abuse coordinator is employed to provide substance abuse counseling and education as well as to coordinate AA/NA programs.

Religious and Volunteer Programs: Various religious services are conducted on a weekly basis. Among the religious services offered are, the Master Life Discipleship Class, Faith in Christ Fellowship worship studies and bible studies, Catholic Services, Islamic Services and Jehovah Witness studies. Trained chaplains coordinate the services of hundreds of community/faith-based volunteers who work with the inmates. Chaplains provide counseling and group activities to address family issues from a faith-based perspective.

Character Counts: The *Character Counts* program is part of the national *Character Counts* coalition. The coalition promotes the development of knowledge, skills and abilities that enable inmates to make informed and responsible choices. Through partnership with the Louisiana State University Cooperative Extension Service, DPS&C staff have been trained as *Character Counts* trainers. The six pillars of *Character Counts*, Trustworthiness, Respect, Responsibility, Fairness, Caring and Citizenship are the foundation of the program. In addition to presenting the *Character Counts* program

to the offender population, staff from throughout the Department volunteer to conduct training at local schools and churches, bringing the program into the community.

Parenting Program: Parenting skills training has been implemented to enhance and expand parenting skills training, providing virtually all inmates the opportunity to gain valuable skills prior to their release. The parenting education program consists of a curriculum that includes childcare, child development, family values and behavior management techniques. Guest speakers are recruited from the surrounding community. The Department has recently collaborated with the Dept. of Social Services and the Temporary Assistance for Needy Families (TANF) program to provide educational, life skills, job skills and parenting training for inmates at six (6) state correctional facilities and a local jail for inmates with minor children. Training acquired through the TANF programs are aimed at helping the offender with the formation and maintenance of two-parent families.

Youthful Offender Program: The objectives of this program are to provide an environment where youthful offenders can develop self-esteem, self-discipline, positive attitudes and the cognitive skills necessary to re-enter society and be successful. A multi-disciplinary team manages the population with emphasis on assessing and remediating educational needs, encouraging responsible behavior and providing opportunities for self-improvement through established programs such as substance abuse, parenting, anger management and an educational program that assists the youthful offender in achieving a GED. The hope is to intervene early and effectively so as to reduce victimization and the likelihood of these youthful offenders committing additional crimes following their release.

Upon determination of eligibility, based upon conviction, planned released location and age, inmates will be offered the opportunity for participation in the Going Home reentry program. Participation will be voluntary. Inmates will be eligible to

participate during the last 6-12 months of their sentence, prior to being released on good time parole supervision. A total of 50 inmates per year is the population projected to be served. Participants will be phased in as they are screened for eligibility through classification. Participants will be assigned a case manager, with specific responsibility for reentry program participants. The case manager will have primary responsibility for development and implementation of each offender's reentry plan. The case manager will conduct a comprehensive assessment to identify barriers to a successful reentry. The Offender Reentry Plan (ORP) will be developed jointly by the offender and a case management team, including institution and community-based service providers. The process will be coordinated by the case manager. The status of implementation of the ORP will be evaluated monthly by the case manager pre- and post-release. The case management team and the offender will participate in any updates or revisions to the ORP. The offender and the case management team will both be responsible for carrying out responsibilities set forth in the ORP. The reentry plan will include pre- and post-release services needed to overcome identified barriers. The ORP will also include an agreement by the participant to comply with the terms of parole and their understanding of consequences for non-compliance with terms of the plan. A request will be made to the parole board for a special condition to be added to the participant's parole certificate as follows: "Shall abide by components of the Offender Reentry Plan as established by the case management team and continue plan as determined by the community services coordinator, job development specialist and treatment provider. Failure to comply may result in revocation." For use in information gathering, offenders participating in the

program will be flagged in the DPS&C inmate data base management system, as well as the probation and parole case management system.

The transition team will include case management personnel, probation and parole officers, job development specialists and the community resources coordinator. Based on the offenders reentry plan, community resource providers may be needed for specialized services. Some of these services may include housing, restorative justice, substance abuse counseling, etc. Functions of some members of the transition team may be handled pre- and post- release. Duties of some members of the transition team may begin during pre-release and continue through post-release; whereas, duties of some members may terminate after release. Institutional staff will provide services as deemed necessary by the offender reentry plan in areas such as substance abuse counseling, educational training, vocational training, restorative justice, etc. These staff will provide information to the transition team regarding offender's status and progress in specialized programs. The institutional case manager will serve as lead for the team, with this function transferring to the parole officer upon release to the community. Members of the transition team will meet monthly to address the immediate needs of the offenders, discuss terms of completion and compliance with the offender reentry plan to interview new releases. Statewide e-mail and database capabilities will also assist with effective monitoring by both the institutional and community supervision staff. Information regarding offender status and progress will also be transacted through case narratives via the statewide probation and parole case management system.

Post Release Program Continuum

Upon release under good time parole supervision, the offender will report as instructed to a district parole office, located in one of the Region IV offices. The ORP developed by the institutional case management team will be updated post-release through communication and coordination between the community resources coordinator, the job development specialist, the parole officer, other case management team members and the offender. The staff hired for this project will have appropriate experience and education needed for carrying out their responsibilities under the grant. As staff is hired they will receive training covering project design, project requirements, DPS&C regulatory requirements and other appropriate training. The combined project staff will meet on a regular basis to share information, assess progress and plan future action.

A Community Resources Coordinator will be hired in the New Orleans West (NOW) district office. The coordinator will be responsible for assessing resources and soliciting assistance from federal, state and local agencies to enlist support for services and programs available to successfully reintegrate offenders in the community. Essential areas include but are not limited to: mental health treatment, in-patient and out-patient substance abuse counseling/treatment, adult education and literacy programs, emergency food/housing assistance, employment assistance and training, parenting, abuse counseling, anger management and emergency medical assistance. The Community Resources Coordinator will be responsible for developing and maintaining a database of community resources available in the New Orleans area, with detailed referral procedures for each resource. This information will be readily available to all staff and will help team members locate appropriate service providers and other resources available to assist program participants. The database must be kept current to facilitate the referral of offenders for assistance. The coordinator will make a biennial report evaluating the effectiveness of resources in the report.

Also available to reentry program participants upon release, will be a Job Development Specialist. The Job Development Specialist will serve as the liaison between the program participant and the local Workforce Investment Board staff and the Dept. of Labor staff at the local one-stop center. Services available at the local one-stop include job search and referral, resume' posting, federal bonding for ex-offenders, job search workshops and training. Through the LAWWORKS.net website, the Job Development Specialist will be able to assist participants with information that identifies what occupations are in demand in their community.

Located in the NOW district office is the J. Alton Daniels Resource Center. The center consists of 1,000 feet of office space, which includes a conference room and six (6) offices for individual and group counseling. Programming available at the center will include:

Spirit of Freedom Ministries: The Spirit of Freedom Ministries has been operating on-site from the J. Alton Daniel Resource Center at the NOW district office since June 2001. The program itself has been in operation since 1978. Spirit of Freedom Ministries is a non-profit, faith-based organization committed to helping offenders find and sustain a new positive direction in life. The program utilizes trained local outreach ministers and bible study is incorporated in the twenty-week classes required for graduation. Program lessons include topics such as: Who Am I, What Alcohol and Drugs Do To The Family, Parenting, Developing Christian Character, Coping With The Problems Of Life, Christian Values That Strengthen The Family, Christian Morals And Values, Developing Respect For Authority/Law Enforcement, Firm Steps Toward Financial Freedom and Building Self-Esteem. There are no qualifications or exclusions as to offense, race or sex. Parole officers receive monthly progress reports. Using ministers from the New Orleans area has been well received by offenders, as they are acutely aware of the challenges facing offenders in the community.

GED/Educational Tutors: The University of New Orleans will provide 2-4 adult education teachers (working toward their Master's degree) as tutors at the center for a total of 24 hours per week. Computer-based software training will be utilized for offenders in need of this program, as well as instructor-based training. A teacher with a Master's of Education degree will be hired for supervision and coordination of this educational program.

Violent Aggressor Treatment Program: This program will offer the opportunity to learn, develop and utilize risk management skills that could help identify violent aggressors to successfully maintain a lifestyle devoid of hurting others. The primary goals of the program are: 1) No more victims are created or made to suffer pain, humiliation and exploitation at the hands of a violent aggressor; and 2) The violent aggressor will learn to be a contributing, productive and law-abiding member of the community at large. The program uses contemporary treatment information supported by current practices and research in the delivery of health care services to the violent aggressor. On-going monthly evaluation involves a detailed determination of the violent aggressor's level of success in meeting treatment program expectations and level of success in complying with conditions of parole.

Substance Abuse Counseling: Substance abuse counseling, including group counseling, individual counseling and psychological assessments, will be available at the center through contract with a licensed certified social worker. 16 hours of counseling a week will be provided to participants in need of these services. The Community Resources Coordinator will also serve as a liaison with the regional office to make contact for needed services from the DHH.

Through contractual agreement with a local human service agency, affordable housing suitable for ex-offenders, will be made available to those participants who do not have appropriate housing to which to return. Housing will be available either as single room occupancy apartments or halfway house beds, which include additional services

such as job development and placement, mental health and/or substance abuse counseling, anger management classes, assistance with GED and parenting classes.

The Community Resources Coordinator will serve as a liaison with the regional mental health office to make contact for needed services from the DHH.

As reentry program participants continue under parole supervision, their ORP will continue to be monitored by the parole officer, Community Resources Coordinator, Job Development Specialist and any other appropriate team members. In many cases, involvement of family members will be crucial to the offender's successful reentry. Family members can provide housing and transportation, accompany the offender to counseling and generally encourage the offender to complete the reentry plan. As the offender works through their ORP, they will either complete their plan and terminate parole successfully or they will violate. Throughout the community transition phase, the case management team will continue to assist any offender who appears to be deviating from their ORP and work to return them to their plan.

The three phases of the reentry program are: Getting Ready, Going Home and Staying Home. For each program an offender may participate in during pre-release, a complementary program or service will be available upon release which will provide a continuum of services, as needed. Based on the needs identified in the offender reentry plan, staff (institutional and community supervision) will coordinate to determine what programs currently exist that are available for the offender to participate in. A myriad of programs are available pre-release which include educational and life skills training (funded through TANF), substance abuse counseling, restorative justice, mental health treatment, faith-based services, parenting, job skills training, etc. The grant application includes a brief description

of these programs. A continued form of each of these programs/services will be available upon release either at the parole office resource center, through contracted services, or through a community based provider. Multiple risk instruments will be employed to assure that risk factors and needs contributing to risk have been identified prior to release and after release for timely linkage with resources. This will initially be accomplished in the first two phases, and the reentry plan will be modified as the offender transitions to the Going Home phase and then the Staying Home phase. This plan will be updated during the initial interview with the parole officer immediately upon release in order to be responsive to emerging needs. There will also be a full assessment by the parole officer and treatment personnel utilizing the LSI-R (Level of Services-Revised), a nationally recognized instrument with focus on resource delivery and determination of an appropriate level of supervision. The Louisiana Board of Parole will serve as the reentry authority, through recommendations made by the parole officer. The Board of Parole has authority to impose conditions and to revoke parole. Graduated sanctions have been developed by the parole office and will be used by the parole officer to allow the offender the opportunity to work through relapses, in lieu of immediate revocation. The parole officer and community supervision staff will work with institution staff and monitor offender's participation and cooperation with supervision expectations and their reentry plan. Additionally, electronic monitoring and extra surveillance by community supervision staff will be utilized to enhance supervision.

The offender reentry plan (including modifications as goals are achieved), will provide valuable information as to immediate needs, short, intermediate and

long-term goals of the returning individual. The Community Resources Coordinator will continuously monitor offender needs and is responsible for development and coordination of a community resources manual. Offenders completing programs as described in their reentry plan will have made available to them, resources that they can access on their own. The entire case management team will work to establish networks the offender can access that can be sustained in the absence of supervision.

It is expected that the program participants will successfully reintegrate into the community with a resulting increase in public safety and economic benefit to the community. Offenders who are employed have a stable residence and maintain supportive family relationships are more likely to avoid criminal behavior and become productive members of their community. The services provided through this project are ultimately targeted toward achieving these results. On-going evaluation should provide the demonstration data needed to sustain these worthy efforts upon conclusion of the grant. If selected as one of the national evaluation sites, the DPS&C will fully cooperate with the national evaluation to provide information as required.

Project staff and existing institutional and community services staff will coordinate services for population served, work with partners to recruit community members and will develop and implement community education concerning this project. Program staff will communicate with CORE committees to coordinate program efforts on a statewide basis to encourage public support and community involvement. The DPS&C gathers data via the Corrections And Justice Unified Network (CAJUN) database system, through the probation and parole case management system, through monthly data collection reports which track a variety

of data from program attendance and completions to drug testing data, and most recently, through the Quarterly Statistical Performance Report (QSPR). Each of these tools will be used as a method of data collections. Data will be assembled and calculated in a format which provides for statistical study and feedback as to the successful compliance with the offender's reentry plan, the effectiveness of the services provided and the monitoring efficiency of the graduated sanctions tool.

The DPS&C looks forward to working toward the goals and objectives described in this program narrative. Given the opportunity for supplemental grant awards or additional funding in future years, replication of the program described herein could be accomplished in other state facilities, with the opportunity to support reentry efforts for the female population, as well as in other regions of the state.

PART II. JUVENILE SERVICES

The Office of Youth Development currently operates four juvenile correctional institutions: Jetson Correctional Center for Youth in Baton Rouge, Louisiana; Bridge City Correctional Center for Youth in Bridge City, Louisiana; Swanson Correctional Center for Youth in Monroe, Louisiana; and it's satellite facility, the Swanson Correctional Center for Youth – Madison Parish in Tallulah, Louisiana. These institutions are located in various geographical areas of the state, but each houses juveniles adjudicated from across the state. Placement within the institutions is based on judicial assignment, gender, availability of space, and/or special needs.

In 1992, the Department had 988 juvenile beds within its institutions. That number increased to an all-time high of 2,030 in 1999. While successful efforts have been made to develop and utilize alternatives to incarcerating offenders adjudicated as juveniles, the

Department still has the capacity for 1,502 offenders. Though not all beds are filled at any given time, due to gender segregation or offenders' ineligibility for specific program beds, the average population within the institutions, on a daily basis, is about 1,400. (Some of the intakes could be the same offenders who return due to revocation of their probation, or new offenses.) The cost of rooming, feeding, clothing, educating and providing basic medical and mental health treatment, protecting, and providing special services for the juvenile offenders in secure custody, is approximately \$116 per day per offender, for a total of about \$162,000 per day state-wide. Potentially, that figure could easily reach \$175,000 per day if all available slots were occupied. The cost of providing care to the secure juvenile population on a yearly basis ranges between \$59 million to \$64 million dollars. Additionally, the Department is assigned about 5,300 juveniles under community supervision, through its Division of Youth Services (juvenile probation and parole). At an average daily cost of \$5.78 per day (this does not include the costs incurred by the courts and law enforcement agencies), the annual cost for this group is about \$11 million. The quantity of juvenile adjudications combined with the exorbitant cost of providing the most basic services, places a tremendous financial burden on the State and its citizens. While federal and other outside resources have assisted by providing enhancement programs, there are still restrictions regarding the use of those funds, and restrictions regarding who can be served by these programs. More significantly, those programs usually end when the offender leaves the institution.

Historically, the Department has received, for placement in secure custody, a large number of serious offenders from **Lafayette** and Orleans Parishes. At present, there are 139 juveniles incarcerated in the four institutions who will be returning to the Orleans District upon release, and **205** returning to the Lafayette District. These offenders have

been incarcerated for a variety of serious and violent crimes including: armed robbery, aggravated rape, 1st and 2nd degree murder, purse snatching, hit and run driving, aggravated rape, aggravated battery, illegal possession of weapons, and more. These densely populated parishes suffer from a high crime rate, high rate of poverty, high incidence of alcohol and drug abuse, high rate of unemployment, high rate of child abuse, and other disproportionate social problems. Offenders returning to these geographical areas will have the greatest difficulty avoiding criminal behavior and returning as law-abiding citizens.

Therefore, at this time, these groups have been selected as the juvenile target population.

CORe – Corrections Organized for Re-entry

As more fully described in Part I, the purpose of the Department's new initiative, CORe, is to develop partnerships within the community to develop a coordinated reentry plan. The Office of Youth Development will use the funds that may be provided through the "Going Home" program, to help implement a pilot reentry program in the New Orleans District (New Orleans, Louisiana). It will include the same elements: Getting Ready, Going Home, Staying Home as more fully described in the following Goals and Objectives section.

GOAL 1: Prevent Return to Correctional System

Objective 1. Risk Assessment – Apply existing assessment tool to identify those serious and violent offenders who are most likely to recidivate and who are also returning to the **New Orleans and Lafayette Districts**. On-going evaluation of the use of the selection instrument will be useful when the program is expanded to address reentry in other districts within the state. **(Each Transition Specialist supported by the "Going Home" project will receive an average of 55 offenders per calendar year.)**

Objective 2. Reentry Plan - Develop and implement a program of orientation for selected participants, while still in secure custody, in preparation of the re-entry program,

so that once they are released under supervision, they are most likely to understand and cooperate with the Transition Specialists in the District Office. Transition Specialists will also meet with the participant's family and community members to help assess the at-home environment to determine the most suitable domicile for his/her return and social services counselor, the family and the Transition Specialist in the district office. The ICR plan will be made part of the case management file for the individual offender.

Objective 3. Provide intense transitional oversight - Recruit and hire four full-time Transition Specialists (licensed social workers) in the **New Orleans and Lafayette District Offices** to receive participants for the purpose of providing intensive orientation and personal guidance as they reenter the community. The Transition Specialists will review the ICR and work with the offender to make connections with service agencies and educational programs. Additionally, the Transition Specialists will provide individual and group counseling with participants, will hold group sessions with the families of participants to share and discuss experiences in dealing with a returning youthful offender, will accompany the offenders to apply for enrollment in local public schools, GED programs, technical colleges, colleges and universities, etc.; will accompany and guide participants in seeking job placement services through the local DOL Job Services office; will help the applicant obtain mental and/or medical health treatment through the parish health clinics and the State Department of Health and Hospitals medical and mental health clinics; if substance abuse is an issue, will help the applicant locate and participate in Alcoholics and/or Narcotics Anonymous groups. In addition, the Transition Specialists will teach Life Skills classes in which they will instruct and reinforce daily management of personal finances, personal hygiene and grooming, nutrition, food preparation, childcare, **job skills**, use of public transportation, etc. The Transition Specialists will work closely with the assigned Probation/Parole officers to help ensure the offenders' understanding of and full cooperation with all terms of the youths' case management plan.

GOAL 2: Ensure the Public Safety

Objective 1: Orient local law enforcement to the program and work with them to develop a system of immediate notification in the event of any criminal activity.

Objective 2: Schedule law enforcement officers to participate in group sessions either as a guest speaker or as a group participant, to increase their exposure and to be available to provide answers to law enforcement questions and concerns the youthful offenders may have. Their presence may offer the opportunity for participants to increase respect for authority and serve as a reminder to remain in compliance with the law and the terms of their supervision.

Objective 3: Depending on the level of risk, offenders who require intense supervision may be placed on electronic monitoring and/or may have additional restrictions such as surveillance if needed. Again, the Transition Specialist will be working closely with the juvenile probation/parole officer and will report concerns regarding any suspected problems, including non-compliance with the terms of supervision and will make every effort to address the deficiencies with the offender before they become so serious as to cause revocation.

GOAL 3: Develop linkages in accessing services currently available

Objective 1. Assist the participant in accessing services currently available within the corrections system prior to release, including substance abuse treatment, mental and medical health treatment, educational programs including GED preparation and/or completion programs, parenting skills classes, JSEP (Job Skills Education Program), vocational education, etc. **The project expects to provide linkage services to an average of 55 offenders per year per Transition Specialist.**

Objective 2: Seek community resources to provide for temporary living arrangements in state-operated or private non-profit shelter or group home for those offenders better served by out-of-home transitional placement.

Objective 3: Transition Specialists will work with the offenders, offender's family, social services staff at the institution, district office staff, etc., in developing the ICR plan to be implemented upon release.

GOAL 4: Assist the juvenile offender in maintaining a healthy pro-social lifestyle:

Objective 1: Teach life skills – including personal finance (how to open and maintain a bank account, including a checking account, the pitfalls of credit cards, how to apply for a loan), personal health and hygiene, how to find and maintain a job, housekeeping, childcare, food preparation, nutrition, first-aid, etc. Transitional Specialist will coordinate with community volunteers and guest speakers from professional associations, community organizations and faith-based programs to provide life skills training sessions.

Objective 2: Transition Specialists will seek help from volunteer community resources to provide free programs and possibly provisions for community mentoring.

Objective 3: Transition Specialist and probation/parole officer will work with the offender in groups, and individually, in discussing how to avoid falling back into the same behavior that resulted in the offenders' eventual incarceration.

Objective 4: Transition Specialist will assist the offender in obtaining employment and will connect with DOL Job Services office to enroll the offender in programs (e.g., Department of Education – Vocational Rehabilitation) that help the offender maintain their jobs and assist with on-the-job difficulties.

GOAL 5: Ensure program sustainability

Objective 1: Seek and develop partnerships with state, local and private agencies or individuals to provide needed services without cost to the offender participant.

Objective 2: Track participants to determine success regarding completion of educational programs, maintenance of employment, alcohol and/or drug abuse, subsequent arrests and confinements, etc. in order to help determine program effectiveness.

Objective 3: Compile reports, quantifying the number of participants served, the services provided, the success of individual components and the overall success of the program.

Objective 4: Continue to seek resources through collaboration with other state and local government agencies, community resources, faith-based organizations, individual volunteers, etc. in order to continue those components of the program that are successful, to improve or revise components that need modification, and to include new components.

Identification of Gaps within Existing Programs

There are numerous treatment programs available to the youthful offenders in the four institutions, depending on their particular needs. However, those programs that are more closely associated with re-entry, but have limitations that may be addressed through the “Going Home” project include:

PROGRAM NAME	PURPOSE	IDENTIFIED GAP
Youth Offender Grant – U. S. Department of Education – Corrections Education	Youth transition training intended to assist offenders in obtaining vocational and educational opportunities while incarcerated, which they will, hopefully, continue upon release. Provides for an Education Coordinator at JCCY, SCCY, and SCCY-MPU	Provides services only to those youth who have either a high school diploma or a GED and <i>only</i> while they are in secure custody. No Education Coordinator at BCCY due to lower age range of the population.

Therapeutic Community (TC) – Residential Substance Abuse Treatment Grant – U. S. Department of Justice - Corrections Programs	Residential Substance Abuse Treatment grant from the U.S. Department of Justice – provides intensive drug treatment, for residents with a history of drug abuse; participants housed together are provided group and individual counseling, job skills training, various relaxation therapies – art, music, creative writing, etc.	Program <i>ends</i> upon release. BCCY does not have a TC group.
Parenting Education – U. S. Department of Justice – Discretionary Grant program	Classes for offenders who are already parents, are pregnant, are expectant fathers, and if space allows, for those older youth who express a desire to be parents at BCCY, SCCY, and SCCY-M	Only available to juveniles while incarcerated and only to those who meet certain eligibility requirements. <i>No parenting program at JCCY.</i> Funds for 21 st Century Parenting Program at BCCY no longer available after 6/30/02.
CareerSCOPE – U. S. Department of Justice – Challenge Grant	Computer-based, self-testing program within the DYS office, provides personal aptitude testing combined with career interest to develop a recommendation for career choices.	Only available <i>after</i> the offender is released on parole.
Jefferson DYS Family Intervention Program – U. S. Department of Justice – Challenge Grant	Family Intervention services to help address the possible source of delinquent behaviors. Assist the family with accessing social services agencies, to improve the family setting.	Only available for offenders supervised in the Jefferson District Office. <i>No services while in secure custody.</i>
JSEP – Job Skills Education Program	Computer-based program which teaches basic skills for the job market	Only available within the institutions.
Community Diversion Program	At JCCY, staff and high achieving offenders collaborate to form a Speaker's Bureau to discuss criminal behavior and its	Program <i>only</i> offered at JCCY and the surrounding community.

	effects on the community and children.	
Girl Power Group	JCCY girl's program, ages 14 and younger; focuses on adolescent development issues, self-image, healthy lifestyles, wellness issues, substance abuse.	Only for the <i>younger</i> girls; <i>only</i> at JCCY.
L.I.T.E. – Louisiana Intensive Training and Education Program (Boot Camp)	Offenders participating in this program are involved in physical training, education and counseling programs. Three basic elements include: Discipline, Conditioning, Leadership. The program is designed for those youth who have a 90-to 180-day stay.	No post-release program specifically associated with L.I.T.E. other than general case management services by the district juvenile probation/parole officer.
S.T.O.P. – Short-term Offender Program	An intensive and highly structured short-term program for a period of 90-180 days.	Upon conditional release, S.T.O.P. offenders remain in the program for an additional time period; however, non-compliance will result in immediate return to secure custody. <i>No intensive guidance and assistance is provided</i> upon release, other than the general case management services by the assigned juvenile/probation officer.

BCCY = Bridge City Correctional Center for Youth

JCCY = Jetson Correctional Center for Youth

SCCY = Swanson Correctional Center for Youth

SCCY-MPU = Swanson Correctional Center for Youth – Madison Parish Unit

In addition to the specifically listed programs, social services staff within the institutions provide individual and group counseling in the areas of: anger management, substance abuse, grief counseling, impulse control, behavior management, sexual and physical abuse, and more. Additionally, medical and health professionals (doctors, nurses, therapists, etc.), provide treatment for serious emotional and mental illnesses, medical problems, etc.

The Louisiana Department of Public Safety and Corrections, Office of Youth Development, would like to use funds provided in the “Going Home” Program, to pilot this mentoring project in its **New Orleans and Lafayette District Offices**. Transition Specialists will work with the identified participants as early as possible while in secure custody, to develop a collaboration which may include parents, social worker, employer, teachers, parole officer, substance abuse counselor, AA sponsor, vocational rehabilitation manager, etc., to develop a transition plan (ICR). As the participants move from the institution to the supervision of their district Division of Youth Services office, the Transition Specialists will move along with the participant, and his/her family, throughout the term of the parole, providing guidance, assistance and personal attention (not just supervising). The ICR may be modified, if needed, with the help and guidance of the Transition Specialists. Once the parole has been satisfied, the Transition Specialists will continue to monitor the juveniles’ reentry and will continue to hold periodic group sessions, and individual sessions, if needed, to help the juvenile avoid subsequent custody.

TIME-LINE for Juvenile Program

July 1, 2002 – write formal job descriptions and seek Civil Service approval to hire;
August 1, 2002 – Develop policy/procedures in cooperation with headquarters, Division of Youth Services, and institutional staff to determine elements to be included in the ICR Plan.

September 1, 2002 – hire and begin orientation of first new **Lafayette** employee to the Office of Youth Development, it's institutions, Division of Youth Services, treatment programs, staff, etc.

October 1, 2002 – begin serving first identified participants; begin evaluation process

July 1, 2003 – **hire second Transition Specialist for Lafayette DYS and first Transition Specialist for Orleans DYS**

October 1, 2003 – **hire second New Orleans District Transition Specialist; continue evaluation process**

Conclusion

This comprehensive approach, which follows the participant and his/her family from incarceration through post-release, is expected to result in an improved continuum of service. Improvement of service should result in greater success in reentry including: a better trained and educated work force, reduction in criminal acts, reduction of costs to the community and state, and restoration of healthy family and community relationships. The Office of Youth Development will continue to seek additional funding to expand this prevention program to reach offenders and communities in all regions of our state.